

Message Text

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ACTION SNM-02

INFO OCT-01 SS-14 ISO-00 NEA-07 IO-06 ABF-01 CIAE-00
INR-05 NSAE-00 SSO-00 OES-02 OMB-01 TRSE-00 L-01
NSCE-00 INRE-00 /040 W
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O P 111052Z JAN 78
FM AMEMBASSY KABUL
TO #:/SECSTATE WASHDC IMMEIDATE 6006
FINFO RUFHGV/USMISSION GENEVA PRIORITY 601

C O N F I D E N T I A L SECTION 1 OF 2 KABUL 0301

LIMDIS

E.O. 11652: GDS
TAGS: SNAR, UN, AF
SUBJECT: CONGRESSIONAL PRESENTATION FOR FY 1979 INTERNATIONAL
NARCOTICS CONTROL: AFGHANISTAN

REF: STATE 307977

1. THE BILATERAL APPROACH PROPOSED BY THE DEPARTMENT
IN PARAGRAPH 3 OF THE REFTEL APPEARS TO REPRESENT A
MAJOR CHANGE IN THE U.S. NARCOTICS STRATEGY FOR AFGHAN-
ISTAN, WHICH UNTIL NOW HAS EMPHASIZED A MULTILATERAL
HANDLING OF ALL ANTI-OPIUM PROGRAMS HERE. I THINK THIS
IS A MISTAKE AND URGE THAT THE DEPARTMENT'S STRATEGY
BE RECONSIDERED.

2. IT HAS BEEN MY UNDERSTANDING THAT DEMETRE WOULD
FIRST TRY TO SOLICIT IRANIAN AND OTHER FOREIGN DONORS
FOR HIS PROJECT -- AND ONLY THEN TURN TO THE USG IF
ADDITIONAL FUNDS WERE STILL NEEDED. IN THIS WAY, A
GREATER NUMBER OF NATIONS COULD BE SHOWN TO HAVE AN
INTEREST IN THE AFGHAN OPIUM PROBLEM.

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3. FURTHERMORE, IT STRIKES ME AS PREMATURE TO
ADDRESS THE SPECIFIC OR ESTIMATED NEEDS OF THE
DEMETRE PROJECT WHEN IT STILL IS IN THE PRELIM-
INARY PLANNING STATE -- AND WILL NOT EVEN BE
READY FOR JOINT COMMISSION AND AFGHAN GOVERNMENT
CONSIDERATION AND APPROVAL UNTIL LATE SPRING OR
EARLY SUMMER. THERE IS AT THIS STAGE NO SUBSTANCE

ABOUT WHICH TO NEGOTIATE WITH ANYONE -- INCLUDING
POTENTIAL DONORS.

4. THE DEPARTMENT'S PROPOSED BILATERAL APPROACH
ALSO SEEMS TO CONFLICT WITH UNFDAC'S STANDARD
DONOR-SOLICITATION PROCEDURES IN A FASHION SOME-
WHAT SIMILAR TO THAT CRITICIZED SO STRONGLY BY
UNFDAC EXECUTIVE DIRECTOR DE BEUS WHEN IT WAS TRIED
BY THE DUTCH GOVERNMENT LAST YEAR. MAY I ASSUME
THAT THE NEW UNFDAC EXECUTIVE DIRECTOR WILL NOW
FIND THIS PROPOSED BILATERAL APPROACH ACCEPTABLE?
MY CONCERN ALSO EXTENDS TO THE QUESTION OF ENFORCE-
MENT SUPPORT FOR THE ANTI-SMUGGLING UNITS (ASU).
UNTIL NOW, WE HAVE BEEN PROVIDING SUCH SUPPORT
THROUGH UNFDAC/UNDND WITHOUT NEEDING A SEPARATE
BILATERAL PROJECT AGREEMENT WITH THE GOVERNMENT OF
AFGHANISTAN (GOA). UNDND IS THE ACTION AGENCY HANDLING
SUPPORT FOR THE ASUS AND NUR SUPPORT MUST CONTINUE TO BE
PROVIDED THROUGH THAT MULTILATERAL AGENCY.

5. BECAUSE OF THE CONSIDERATIONS DISCUSSED ABOVE,
I REGARD IT AS UNWISE TO RAISE THE IDEA OF A BILA-
TERAL PROJECT AGREEMENT AT THIS TIME WITH THE
AFGHANS. IT COULD WELL COMPLICATE DEMETRE'S
MISSION AT THIS SENSITIVE STAGE. FURTHERMORE,
MOHAMMAD YAHYA MAROOFI, AFGHAN NARCOTICS COORDINA-
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TOR (WHO WILL BE DEPARTING KABL ON JANUARY 16 FOR
LONDON, THE U.S., MEXICO AND GENEVA) RECENTLY
REPEATED TO EMBASSY OFFICERS THE STRONG PREFERENCES
OF HIS GOVERNMENT FOR CENTRALIZED UN CONTROL OF ALL
ANTI-NARCOTICS PROGRAMS HERE. ALTHOUGH THE AFGHANS,
IN PRINCIPLE, ALWAYS LIKE THE IDEA OF RECEIVING
FOREIGN GRANTS, THEY WOULD PROBABLY FIND IT AWKWARD
TO DEAL WITH US BILATERALLY IN SUCH A SENSITIVE AREA
AT THIS TIME. THEY WOULD PROBABLY ALSO BECOME CON-
FUSED IF WE WERE TO STEP AHEAD OF DEMETRE'S TIMETABLE
IN THIS FASHION.

6. UNTIL DEMETRE CAN SUPPLY THIS MISSION WITH MORE
SPECIFIC INFORMATION ABOUT HIS UPPER HELMAND PROGRAM,
WHICH HOPEFULLY WILL BE POSSIBLE DURING HIS SCHEDULED
VISIT TO AFGHANISTAN NEXT MONTH, IT IS DIFFICULT FOR
US TO EMBELLISH THE LIST OF ILLUSTRATIVE EXPENDITURES
SUGGESTED IN PARAGRAPH 5 OF THE REFTEL. THEREFORE,
I RECOMMEND THAT MISSION GENEVA BE REQUESTED TO
SOLICIT COMMENTS DIRECTLY FROM DEMETRE, WHO BY NOW
SHOULD HAVE SOME OUTLINE OF HIS PLANS READY -- AND
IS PROBABLY DEVELOPING SOME IDEA OF WHAT UNFDAC

WILL EVENTUALLY BE REQUESTING FROM THE ADB AND
VARIOUS DONORS.

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C O N F I D E N T I A L SECTION 2 OF 2 KABUL 0301

LIMDIS

7. ALTHOUGH I GREATLY APPRECIATE THE EVIDENT WILL-
INGNESS OF THE DEPARTMENT TO BE READY TO FUND ANTI-
OPIUM PROGRAMS IN AFGHANISTAN AS EXPEDITIOUSLY AS
POSSIBLE. I WANT TO CAUTION AGAINST PRESSING FUNDS
OR EQUIPMENT UPON THE AFGHANISTANS BEFORE ANY PROJECT

PLAN HAS BEEN PREPARED. WE SHOULD REMEMBER THE LESSON
WE LEARNED IN NEIGHBORING PAKISTAN WHERE THE NOW
EMBARRASSING 1973 USAID-FINANCED VEHICLE AND RADIO
EQUIPMENT PROGRAM FOR FIUS PROVIDES A CLASSIC ILLUS-
TRATION OF THE USG'S PREMATURELY PRESSING THE
IMPLEMENTATION OF A NARCOTICS PROGRAM BEFORE THE HOST
COUNTRY COULD ABSORB IT.

8. B SHORT, WE MUST BE CAREFUL NOT TO PUT THE CART
BEFORE THE HORSE. WE HAVE YET TO SEE IN DETAIL DEMETRE'S
PROPOSED PROGRAM, MUCH LESS TO STUDY IT CRITICAALLY TO

DETERMINE WHETHER IN OUR JUDRENT, IT MIGHT WORK. I,

OF COURSE, VERY MUCH HOPE THAT HE CAN COME UP WITH A
PROJECT WE CAN WHOLEHEARTEDLY ENDORSE, AND ONE WHICH
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WILL GAIN WIDE INTERNATIONAL SUPPORT. AS THE DEPARTMENT
HAS RIGHTLY NOTED, FUNDS MIGHT HAVE TO BE OBLIGATED
IN FY 1979,P IS THERE NO OTHER WAY TO HAVE SUFFI-
CIENT FUNDS SET ASIDE THAN BY NEGOTIATING A BILA-
TERAL AGREEMENT WITH THE GOA?
ELIOT

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